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ABSTRACT

Based on information (1966-67) from the on-the-job-training program of the Iowa State Manpower Development Council, this study analyzed variations in placement among 123 applicants aged 45-65. Questionnaire variables were race, sex, age, marital status, physical or social handicap, education, weeks unemployed, occupational level, financial support, and willingness to relocate. The typical applicant appeared to be a 52 year old married white male, unskilled (10.4 years of education), with two dependents, a social or physical handicap, and 5.3 weeks unemployment without unemployment compensation or other relief; he preferred local employment to relocation. Compared to unplaced workers, those placed were younger, were less willing to relocate, received much less outside income, and had a few more females and whites, a larger proportion married (21% more), higher educational attainment (by 4%), and 41% unmarried or divorced, socially handicapped, and relatively undereducated, but willing to relocate. Implications of these and other findings were suggested. (ly)

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ON-THE-JOB TRAINING AND THE OLDER WORKER

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ON-THE-JOB TRAINING AND THE OLDER WORKER

by

Vienna Siders Taylor

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INTRODUCTION

With the passage of the Employment Act of 1946, the government officially recognized and accepted the burdensome task of maintaining full employment. The law reads (3, p. 692):

> "It is the continuing policy and responsibility of the Federal Government to use all practical means ... to foster and promote ... conditions under which there will be afforded useful employment, for those able, willing, and seeking to work, and to promote maximum employment ..."

Indeed the government is endeavoring to do so. The 1960's have brought an onrush of programs earmarked for this purpose.

A long run approach is taken to solve unemployment problems through education with the Elementary and Secondary Education Act of 1965 and the Economic Opportunity Act of 1964. Neighborhood Youth Corps and Job Corps, which were initiated in 1965, are aimed at employing the younger generation. Manpower Development and Training and On-the-Job Training are programs designed to train or retrain all age groups for employment. The public employment services continue to be upgraded to serve the needs of the unemployed.

Yet nowhere in this barrage of programs is one specifically suited to the needs of a growing segment of the working population, the older worker. The older worker is defined by the age span 45-64 in most publications. Although older workers are not a homogeneous group, many who find themselves unemployed have somewhat similiar characteristics

such as a deficient skill level, a low educational achievement, deteriorating health, and a defeated attitude.

Our dynamic society is modifying the position of the older worker. Family structure has developed such that the older members are no longer supported by their offspring, but are now independent and live in separate residences. Occupational change tends toward reducing the number of self-employed and unskilled workers needed in the society; the mature workers are heavily concentrated in these occupations and are gradually being displaced.

Older workers are more easily placed in small firms, however the current trend in industry is toward larger firm size. Educational and health requirements are more prevalent today as the average educational level of society increases yearly and as physical fitness becomes a national concern.

These changes put the worker over 45 at a disadvantage. Yet, he too should be a productive member of our society. Although we consider the persons from 25-44 as the prime work force with young families to support and homes to build, we can not overlook the older worker who is supporting himself, often putting his children through college, and trying to save for the years when society will retire him from the labor force.

The older worker is relatively unaffected by these personal characteristics and societal changes until he becomes unemployed. At that time these factors work against him to prevent successful reemployment.

Unaware of his potential unemployability, failure to obtain employment within a short period is a psychological shock causing his interest, motivation, and attitude to become negative. As a result many of these people drop out of the labor market and become "discouraged workers". Society must then cope with this discouragement in whatever form it is manifested.

On-the-Job Training is a program conceived primarily to aid the hard-core unemployed or to upgrade the underemployed. The OJT program of "over the shoulder training" rather than classroom instruction seems compatible with the needs of the discouraged older worker.

This paper is an attempt to study OJT's work with the older worker. It includes a survey of the literature on older worker problems, a summary of national and Iowa OJT programs, a study of OJT older worker characteristics, a statistical attempt at predicting placement and dropouts, conclusions about OJT and the older workers, and recommendations for improvement in the OJT program.

Because of limitations in the data available, this study is not overly comprehensive. As a result the study highlights the problems of evaluating public programs when proper data has not been obtained and follow-up has not been made. Hopefully government officials will recognize these limitations and begin funding personnel for counseling, research, and follow-up. Government manpower programs must gain a long run perspective to be effective weapons against unemployment.

REVIEW OF THE LITERATURE

Labor Market Statistics

Statistics show that the older worker is a growing segment of the labor force. To visualize this growth attention is called to the following Table 1 (10, p. 5).

Table 1. Predicted change in the labor force 1960-1970

Age group	Change in millions
Less than 25	6.5 increase
25 - 34	1.8 increase
35 - 44	Slight decrease
45 and over	5.5 increase

This predicted addition of 5.5 million people would place the older worker labor force at 33.5 million; a twenty per cent increase in this decade. Older workers would comprise 40 per cent of the net gain in the labor force over this period.

In 1966 the labor force was comprised of 51.6 million men, 33.1 per cent of whom were 45-64, and 27.3 million women, 35.2 per cent of whom were 45-64 years of age (2). Labor force participation rates for that year (see Figure 1) show that male participation decreases sharply as age increases, while female participation rates vary similarly but decline at a later age (2). Actual figures for 1966 show that from a total of 18.7 million potential labor force participants between the ages of 45 and 64, 1.75 million were outside the labor force (12, pp. 203 and 208). This could

account for the relatively low overall unemployment rate for this age group.

Nearly 40 per cent of those who withdrew from the labor force gave disability as their motive. Others were retired or felt they were too old to work (12, pp. 131-132). Withdrawal for reason of early or normal retirement is enhanced by increased Social Security benefits and private pension plans. Considering those other than retirees, it would be interesting to know how many of those who withdrew were "discouraged workers" who would reenter the labor force if jobs were available to them.

One such study that identified discouraged workers was taken from those unemployed who received unemployment compensation. The statistics revealed that 23 per cent of the 55-64 year group and 62 per cent of the over 65 age group withdrew from the labor force one year after compensation ended (23, p. 282). This suggests that the longer the older worker is unemployed the sharper the decrease in job seeking behavior as compared to his younger counterpart.

Unemployment

In the midst of a continuous five year period of economic expansion, with the added effect of war, the overall unemployment level is decreasing to a near record low. Even with the relative shortage in the labor market, the long term unemployment of the older workers is not decreasing but actually increasing.

Figures in Table 2 show that unemployment varies more by color than it does by age (2). Length of unemployment however is significantly re-

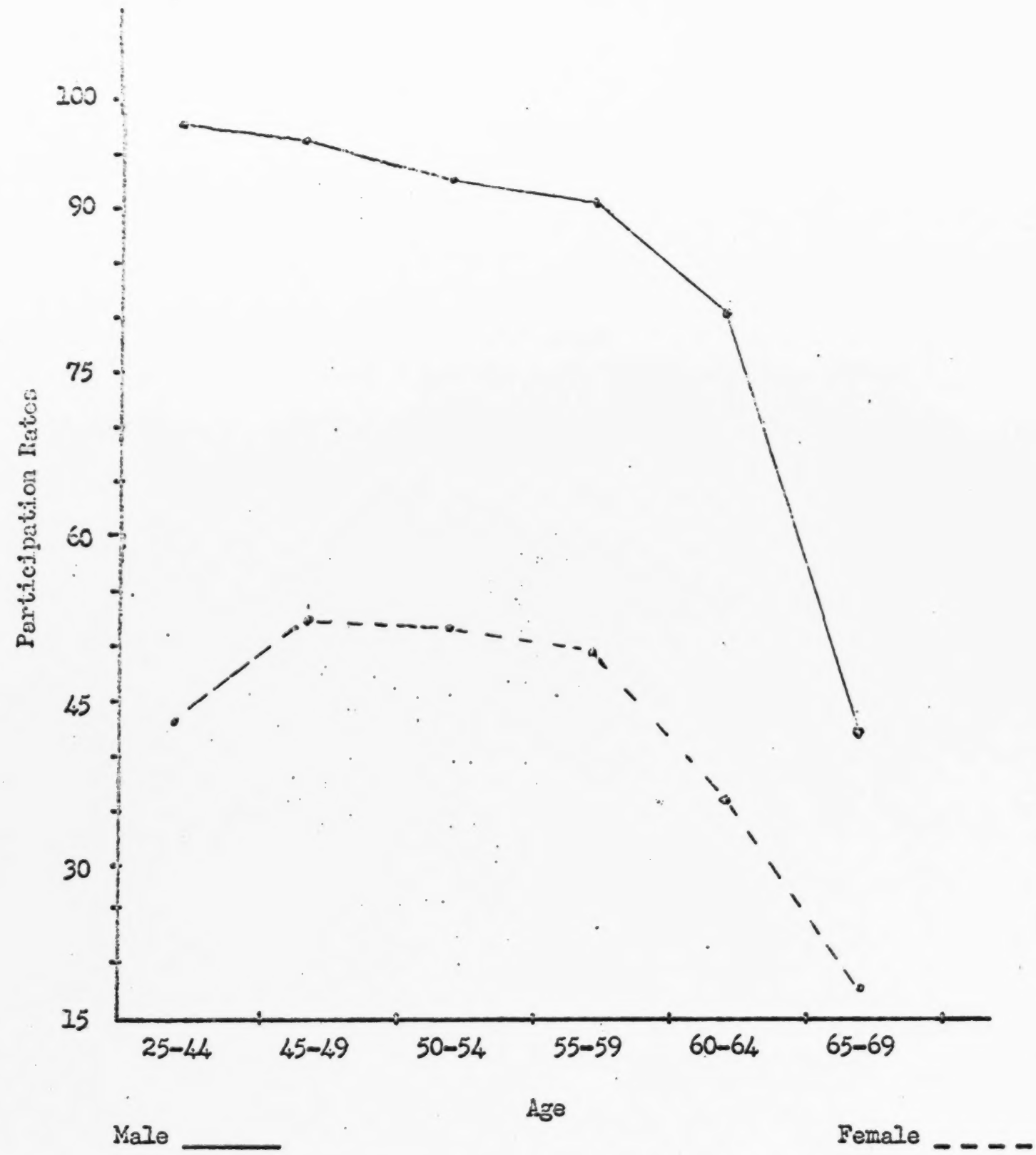

Figure 1. Labor force participation rates by sex and age 1966

lated to age. Table 3 reveals the dominance of the older worker in the long term unemployed (2). Although the long term unemployment as a percentage of total unemployment is declining, this rate for the older worker is increasing. These figures from 1965-1966 are: overall unemployment 10.4 to 8.4 per cent and older worker unemployment 35.6 to 39.8 per cent. The older workers' share of total unemployment has decreased from 21.9 to 21.4 per cent (12, pp. 219-221).

Table 2. Overall unemployment rates for 1966 as a per cent of the labor force

Labor force	All ages	16-24	25-44	45-64	65+
Total	3.2	7.7	2.2	2.2	3.1
White	2.8	6.9	1.9	2.0	3.0
Non-white	6.3	13.4	4.5	4.2	5.0

Table 3. Average number of weeks unemployed by sex and age for 1966

Age	Men	Women
16-24	7.0	6.9
25-44	12.3	8.8
45-64	18.3	11.1
65+	19.8	18.0

These figures embedded in the present economic environment suggest that specific action must be taken to combat the long term unemployment of the older worker. For neither an increase in demand nor a restriction in the supply of labor has improved the position of this group.

Mobility

Geographical mobility is an assumption of a purely competitive labor market. Mobility in the real world is hampered by the ties of family, home, and community. The mature worker more than any other individual is bound by these commitments.

The importance of mobility appears when mass layoffs occur. The United States Department of Labor reported that between 1963 and 1965, 187,333 workers were involved in mass layoffs (layoffs of 100 or more workers). Plant closings and relocations where mobility would be an asset to reemployment, affected 63.7 per cent of the workers (21, pp. 204-219).

A 1962-1963 survey of workers involved in mass layoffs revealed that 72 per cent of those who relocated were reemployed during the year. However, of those who did not move, only 55 per cent were reemployed (23, p. 33). It seems relatively safe to infer that the older worker would belong primarily to the latter group where reemployment was less frequent.

Industrial and Occupational Structure

The current change in occupational and industrial structure seems to have a negative effect on the employment of the older worker. Self-employment in proprietorships, often characterized by uncertain, subnormal incomes, is dominated by the older worker as figures in Table 4 show (2). Consequently, the older worker is highly concentrated in proprietorships of agriculture and trade. The percentage distribution of employment in industries by occupation shows that employment in proprietorships in decreasing. Emplcyment in agriculture decreased from 61.6 to 58.1 percent, and in

trade from 23.5 to 19.2 per cent during the decade of the fifties (9, p. 87).

Table 4. Percentage of self-employed by age and sex for 1966

Age	Men	Women
Under 25	2.4	1.3
25-44	9.8	4.7
45-64	18.2	7.4
65+	34.5	16.2

Employment in agriculture is dominated by mature workers. Figures show that 5 per cent of the males under 45, 9 per cent of the males 45 and over, and 20 per cent of the males 65 and over are employed in agriculture. Thus older workers are nearly twice as likely to be employed in agriculture as younger workers. The trend is similiar for women but not as severe (2).

Part-time work is more prevalent among men 45 and over than their 25-44 year old counterparts. The younger generation worked an average of 45.5 hours per week in 1966 in contrast to the 44.3 hours of the older group (2). Even though the part-time work may be voluntary, it nevertheless results in a lower income for this age bracket.

Here three labor market conditions act against the older worker as he, more than any other individual, is hurt by the change of economic structure.

Education

Older workers have a severe educational handicap, for on the average, education and age are inversely related. The educational level of men is lower than that for women and falls more sharply with age than does the women's as seen in Figure 2 (12, p. 239). Non-white males display an exceptional educational deficiency at all ages as Table 5 indicates (12, p. 237 and 23, p. 33). Although the median years of education in each group rises every year, the older worker still remains below average in educational attainment. Attempts to alleviate this deficiency through "basic education" programs are of minimal success.

Table 5. Per cent of men with eighth grade education or less, by age and race.

Age	White	Non-white
18+	22.6	42.1
45-54	33.3	66.7
55-64	50.0	75.0

Poverty

Older workers are a disproportionate share of the poverty group in the United States, especially in rural areas. Many rural regions are stagnating areas of poverty. Rural to urban migration causes a loss of nearly six times as many younger workers than older workers, thus draining resources from the rural community as shown in Table 6 (12, p. 105).

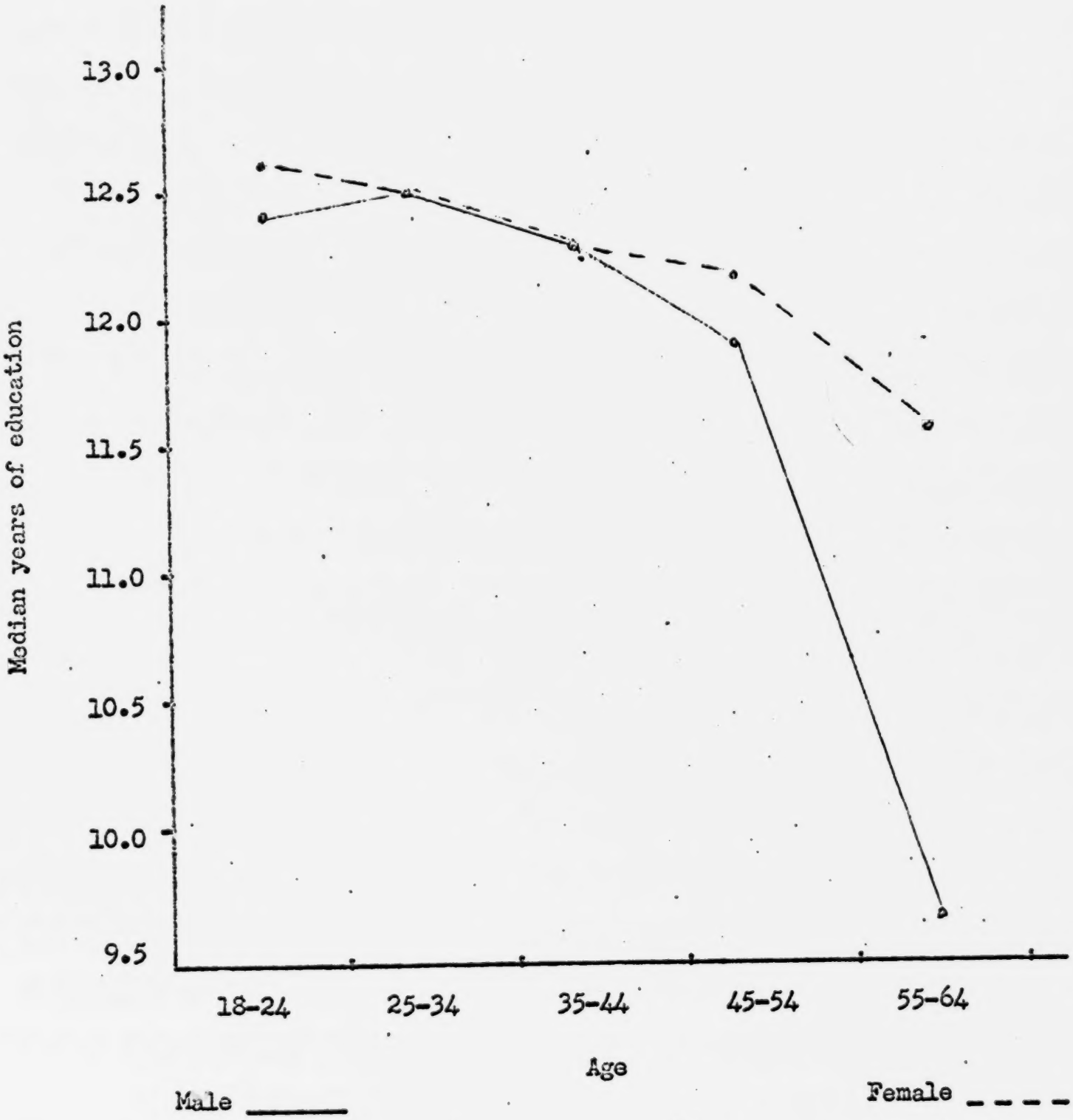

Figure 2. Median years of education by age and sex for 1966

Table 6. Predicted migration rates of rural civilian labor force for 1960-1970

Age	Per cent migration
20-29	-35.0
30-44	-9.2
45-64	-6.1

The projected population in rural areas shows the 45-64 age group as having 11.06 million persons by 1970, second only to children under ten. The rural civilian labor force is predicted to be highest for the age bracket 45-64 at 6.49 million workers (12, pp. 103-105).

The unemployment rates for rural workers tend to be above normal. As of 1960 (no later figures are available), 6.1 per cent of the non-farm, rural labor force were unemployed as compared to 5.1 per cent of the urban labor force. Agricultural workers in 1966 had an unemployment rate of 6.5 per cent as compared to 3.4 per cent for non-agricultural workers (12, pp. 103-105). Again figures indicate that unemployment is likely to fall heavily on the older worker.

Urban poverty is an oppressive force on the older worker, 55-64 years of age. While poverty declines among family heads from age 25-54, privation climbs after that as Table 7 indicates (23, pp. 103-105).

Older workers are a rapidly growing segment of the city poverty as well as being a large portion of it. Between 1960 and 1965, the Negro population age 45 and over grew 15 per cent, second only to Negro youth (12, p. 91).

Table 7. Incidence of poverty among family heads and unrelated individuals in metropolitan areas per cent by age in 1966

Age	Family heads	Unrelated Individuals	Both
25-34	12.5	13.4	12.6
35-44	--	18.9	10.6
45-54	6.5	25.2	9.1
55-64	7.8	32.3	14.2

Public Employment Programs

The state employment services have received much criticism from the older worker supporters for their inefficient and sometimes non-existant aid to this group. Although older worker specialists were placed in major offices in 1956, little progress has been made since that time (15, p. 3). In 1965 there were about 1.7 million workers 45 and over who applied for employment assistance through the state public employment offices, but due to staff limitations only about 116 thousand were given counseling services (13, p. 495).

Manpower Development and Training programs have shown similiarly inadequate service to the older worker, even though they have a specific quota for this group. Under MDTA in 1962-1963, only 3250 workers 45 and over completed training programs, this is 11 per cent of the total trained, but at that time this older group constituted 29 per cent of the unemployed (23, p. 36).

Many believe that the older workers are not getting the training, counseling, or attention from the Federal Government commensurate with

their needs; i.e. programs are discriminating against the older worker.

Age Discrimination

Employers seem to be using age as a screening device when interviewing prospective employees, rejecting many of those who fall in the older age range. In a 1963 study taken in eight employment offices throughout the country, 47 per cent of the job orders had an upper age limit. Another study using employers affiliated with the employment service revealed that only 8.6 per cent of the workers hired by these employers were over 44 (23, p. 34). The older workers at that time however were nearly one third of all unemployed.

Taking data from seven areas, a study was made to determine the employers' reasons for not hiring the older worker (5, p. 33). The results in percentage figures were:

22.4	Older workers can't maintain production standards.
20.9	Older workers can't meet company physical requirements.
13.2	Older workers are inflexible.
10.1	Pension and insurance costs are too high.
7.1	Older workers are too near compulsory retirement age.
5.2	Younger workers are preferred.
3.2	Older workers are difficult to train.
3.1	Older workers are excessively absent.
2.7	Promotion is from within.

Being aware of employers' feelings about the older worker, the National Association of Manufacturers attempted to correct some misunderstandings held by employers. In a 1960 NAM pamphlet they enumerated favorable and unfavorable characteristics of the older workers based on research of the common rejection criteria (6, pp. 30-31). The following findings were reported:

Favorable characteristics of the older worker:

Stability: Quit rates are lower.
Attendance: Workers over 50 have less absenteeism.
Work performance: Normally rated higher than a younger worker.
Experience: Knowledge of the job is increased by experience.
Safety: Older workers have the best safety records.
Improved judgment: Older workers are less impulsive.
Work attitude: Older workers are attached to and interested in their jobs.

Unfavorable characteristics of the older worker:

Less strength
Less speed
Longer illnesses
Less adaptable

An attempt to alleviate age discrimination has been made by twenty-three states and Puerto Rico. These attempts are in the form of state legislation prohibiting discrimination in employment on the basis of age. In December of 1967, the President signed into law a bill which prohibits age discrimination in employment at the national level.

Study of MDTA Project in South Bend

The Studebaker shutdown in South Bend, Indiana in 1963 brought MDTA into the area to help the unemployed workers. A study of the MDTA trainees from the shutdown was made in 1965 (13, pp. 447-452). I will briefly summarize the findings.

The plant had 8,000 workers; 3,827 of them were 50 years of age and over, and 5,000 were classified as unskilled. Interviews were taken with 162 of the 500 MDTA trainees. They were classified in the following age groups: 39 per cent were 50-54, 39 per cent were 55-59, 14 per cent were 60-61, and 5 per cent were 62-64. Ninety-three per cent were white and 7 per cent were Negro.

Educational backgrounds correspond to what one might expect in this age range. There were 40 per cent who had less than an eighth grade education, one third had some high school, one fourth were high school graduates, and 2 per cent had some college.

Home ownership might have been an important factor in discouraging geographical mobility, for 54 per cent owned their own homes and 28 per cent were buying homes. The trainees were not the hard-core unemployed as the rate of home ownership illustrates.

Most of the men were not without income altogether; 49 per cent were in families where another member was working, and 28 per cent had other outside income.

Learning a new skill provided motivation for 35 per cent of the completees, while only 20 per cent of the dropouts desired new skills. Training seemed to be important to the participants, for 90 per cent of them said they would train again if they were to be in the same position.

The comparison of the men who completed training, and those who did not yields interesting results. After the training period, 86 per cent of the non-completees were employed, as opposed to only 65 per cent of those who did finish. (Not one person said he obtained his job through the public employment office.) Interestly enough both completees and non-completees were offered jobs at the same rate. Although incomes from the jobs were nearly the same for both groups, those who completed training had higher education, skill, and home ownership levels. The skills learned and skills used in the jobs taken corresponded for only about 18 per cent of both groups.

The value of the MDTA training in this case seems not to be derived from the development of a skill, but from the self-respect and dignity which developed as a result of undertaking and completing the training.

1959 Peoria Study

The Institute of Labor and Industrial Relations of the University of Illinois studied older worker unemployment through samples taken from men registered at the local public employment office during October of 1957 (8, pp. 163-175). The 195 men age 45-64 were interviewed two years after their registration with the employment office. Dominance of large firms, a recession period, and a restricted sample were environmental characteristics of the study.

Education again played a significant role in employment of the mature worker. Of those with a ninth grade education or less, 57 per cent were unemployed one year or more. The corresponding rate for those with more education was 44 per cent.

A break down by age showed that 65 per cent of those age 55 and older were unemployed one year or more. Previous job tenure for those who were unemployed was less than for those who were employed at the time of the final interview. About one half of the workers interviewed had been with their previous employer seven or more years. The comparative figures for Peoria on the whole were much higher. Tenure was a positive asset in job seeking, for those who had a record of tenure found jobs more readily.

Only 20 per cent of the men who were long term unemployed (one year or more) were skilled and one half of these skills were in the building

trades. Involuntary unemployment was the cause of a third of the unemployment. This was normally attributed to closing of a plant, according to 30 per cent of the unemployed. Voluntary unemployment was usually short term. Health caused many of the workers to leave their jobs. One eighth of the workers 55-64, and 5 per cent of the 45-54 year old group gave health as the reason for their displacement.

Most of those interviewed said they would relocate to get a job, although the hard-core were hesitant about it. The most fruitful job-seeking device was by direct contact with the employer, however 20 per cent of the group made no direct contacts. Those who obtained jobs attributed the success to their skills and to persistent job hunting. The men who weren't hired gave age as the main deterrent, with education and health also hindering them. Even though the long term unemployed had low educational and skill levels, only 11 per cent were interested in job training.

The researchers concluded that the unemployed older workers were not a homogeneous group as they classified the workers into three broad groups. A subsidy was recommended for the group with low skill and educational levels who are burdened with health problems. The low skilled group with adequate education and health who become unemployed by a plant shutdown, should be provided with interplant transfers to keep them employed. A third group who possess skills and abilities that are in demand should be able to find their own jobs without additional employment aids.

Conclusion

As suggested in this survey, definite conclusions about the older

worker are not appropriate due to the heterogeneity of the group. However, much more research could be done on the hard-core unemployed older workers. Their unemployment is of a dangerous length which too often leads them into discouraged worker status. Leaving the labor force does not solve problems but creates more, psychologically and financially. Therefore, concentrated efforts must be placed on research aimed at identifying and aiding this hard-core unemployed group.

ON-THE-JOB TRAINING PROGRAMS

National On-the-Job Training

Organization

This study is based upon information obtained from the On-the-Job Training program of the Iowa State Manpower Development Council. OJT is a program formed under Title 1 of the Manpower Development and Training Act (MDTA) of 1962. Until recently it was administered by the Bureau of Apprenticeship and Training; however, it is now under the auspices of the Bureau of Work Training Programs. Its purpose is to promote and develop training programs for the unemployed and underemployed; primarily the hard-to-place persons.

Prior to the passing of this act most occupational training was done in the classroom. With the appearance of OJT comes a new outlook toward employing the hard-to-place, disadvantaged worker. The depressed worker's instant success in obtaining employment and a paycheck is much more meaningful to him than is the "train now, job later" type of program.

Those who want to train workers contract with OJT for this purpose. OJT contractors may be individual employers, trade or industrial associations, labor organizations, government agencies, communities, or any public or private agency (4). Workers may be trained in occupations of manufacturing, construction, transportation, communication, wholesale or retail trade, services, government (not Federal), agriculture, or mining.

To be eligible, a worker must be unemployed, underemployed, working less than full time, or soon to be unemployed or working less than full

time due to skill obsolescence. Also he may be between 16 and 22 years of age and in need of occupational training (4).

Contract examples

The following summaries exemplify the variety of prime contract holders working with OJT. A small firm, a national agency, a large labor union, and a national association are all prime contractors who are dealing with the same product; manpower, through the same means; OJT.

> The Railway Express Agency, Inc. contracted to train 2,000 unemployed, disadvantaged minority workers and to upgrade 690 of its own underemployed workers (7). Training took place in eight occupations over a period of 18 months in eight metropolitan areas. The average first year wages for the trainee was $6,000. The agency spent $2.2 million for training, net of the government allocation. The Federal government estimated that two thirds of its allocation would be returned during the first year in income taxes.
>
> The United Auto Workers agreed to train 2,000 unemployed persons in 7 states (1). Training took place in 20 medium size firms in six occupations. Training lasted 26 weeks for each person and 31 weeks for those in need of basic education. Five hundred of the trainees came from severely disadvantaged groups.
>
> Stowe-Woodward Co., Inc. trained 25 workers in 26 weeks of training (16). Occupations trained were roll builder and grinder, mixmill man, and sandblaster. MDTA funds amounted to $9,120.
>
> The National Tire Dealers and Retreaders Association, Inc. trained 1,000 men, 500 of whom were unemployed and 500 of whom were then underemployed with the tire dealers (22). Fifty dealers in 33 states trained the workers. The training period was 16 weeks during which time trainees received at least the minimum wage of $1.25 and, after completion, a starting salary of $1.65 an hour.

Because the data are from the Iowa OJT program we will, later in the paper, use this government prime contractor to examine in greater

detail the OJT program as it trains an individual worker.

OJT allocations and proposals

As of 30 September 1967, OJT contracts for Fiscal 1968 provided for 39,500 jobs and Federal allocations amounting to over $27 million (11). Nearly one half of the contracts were for OJT only, while the other half were "coupled"; that is, basic education and OJT.

Past figures from August 1962 to September 1967 show that nearly 395 thousand workers were trained under OJT at a Federal expense of approximately $225.8 million (11). Participation by state ranged from under 50 trainees to nearly 61,400 trainees.

National OJT characteristics and results

A follow-up study reported; of 225,000 enrollees, 89 per cent of the 116,700 who completed training were employed at the time of the last contact (11). In 92 per cent of the cases their employment was related to the occupation for which they had trained.

Selected personal characteristics of the OJT placements for August 1962 to September 1967 are listed below in percentage figures (11):

Sex	
Male	70
Female	30
Race	
White	75
Non-white	25
Age Distribution	
Under 19	14
19-21	23
22-44	54
45+	10
Education	
8 or fewer years	14
9-11	30
12+	56

Unemployment insurance	
Yes	7
No	93
Welfare recipient	
Yes	3
No	97
Physically handicapped	
Yes	5
No	95

Iowa On-the-Job Training

Program procedure

The Iowa program is organized such that the Iowa State Manpower Development Council is prime OJT contractor, responsible to the Governor of Iowa. The council contracts with the Federal government to fill a certain number of "slots" (job training positions) in an allocated time period. The slots are apportioned to meet a quota of minority group and disadvantaged worker placements which varies with the contract. There are OJT centers and Job Developers in Des Moines, Council Bluffs, Cedar Rapids, and Waterloo.

The potential trainee is normally directed to OJT by other community agencies such as the Employment Service, county welfare departments, Soldiers Relief, community action programs, parole agents, and private welfare agencies. Occasionally a trainee comes "off the street" when he becomes aware of the service through commercial publicity or word of mouth.[1]

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[1]Powers, Patricia, Iowa State Manpower Development Council, Des Moines, Iowa. Data from experiences as an OJT Job Developer. Private communication. 1967.

The area Job Developer then interviews the trainee to determine if he is eligible for OJT. Frequently the person will be directed to another agency for counseling or medical care.

The Job Developer tries to place the trainee in a job of the trainee's preference where he can receive "over-the-shoulder" training. Finding an employer (sub-contractor) is often difficult because of the hard-core nature of the trainee. Sub-contractors are located through direct phone contact to employers hiring in the trainee's skill area, by answering newspaper want ads, and also through employer contact asking OJT for trainees. Often several employers are contacted for a trainee before an actual meeting between the trainee and employer is scheduled. It is through this meeting of the two parties that a contract is developed.

The contract specifies the length of the training period, the rate of pay, the job instructors name and his time involved in training, the training procedure, and the OJT allocation. Progress reports from the sub-contractor are required periodically.

The training period may be between 4 and 26 weeks; after 26 weeks, OJT will not reimburse the employer. Reimbursement is made directly to the employer; and up to $25 per week may be paid by OJT for training expenses. The amount is computed on the basis of the instructor's normal wage, the ability of the trainee, and the skill complexity.

The enrollee receives a normal wage from the employer which must be at least equal to the Federal minimum wage. If the firm is unionized, the union rate must be paid. The employer agrees to provide a specified pay raise to the trainee sometime during the training period. Fringe benefits

normally available to the regular employees are also applicable to the OJT trainee.

Sub-contractors agree to give the trainee a 10 day trial period before dismissal is possible. If dismissal is made before 40 hours of work has been completed, no reimbursement is made to the employer (20). A trainee may drop out of the training program at any time. A full report is made by the employer if the trainee does not complete the program. Normally the enrollee is, upon completion of the course, retained by the firm.

Many government agencies take advantage of the opportunity to train the hard-to-place workers through OJT. The government does not finance overlapping of personnel for training purposes when a job vacancy is imminent. But with OJT's manpower and financial assistance a person may be trained in this overlapping position. The older worker, often regarded as slow to train, fits into this situation nicely. He can be trained and employed at the same time without taking immediate responsibility for the job, thus allowing adequate time for training.

OJT allocations and proposals

In June of 1967 the Iowa State Manpower Development Council proposed for 1968 the training of 880 workers at a total cost of approximately $683,000. Of all trainees, 380 would be placed in OJT only, and 500 would take coupled programs (14). The program objective was such that 14.8 per cent of the disadvantaged total were to be welfare recipients and 24.9 per cent of the adult trainees were to be 45 years of age and older.

In 1966 OJT served 600 trainees and 188 employers on a grant of $266,319. Four hundred eleven completed training (17). The 1967 program

allowed $280,670 for training 662 workers, 278 of which were to be OJT only and 384 were to be coupled (19).

OJT characteristics and results

As of 31 June 1967, the Iowa area had 187 enrollees in training, 70 had completed training, and 60 had dropped out. The characteristics of all trainees appear below in percentage figures (18):

Sex	
Male	67
Female	33
Race	
White	84
Non-white	16
Age distribution	
18-21	23
22-30	33
31-40	18
41-50	16
51-60	7
61+	3
Education	
1-8 years	15
9-10	15
11-12	60
College	10
Physically and socially handicapped	
Yes	34
No	66

OLDER WORKER STUDY RESULTS

Applicant Characteristics

Collection and testing of data

Personal and labor market characteristics of selected persons applying for On-the-Job Training in Iowa in 1966-1967 are the data used in this study. Much of the data collected was supplied by potential trainees on their OJT application form.

The group consisted of those persons 45-65 years of age, who applied to OJT during the above period. The group consisted of 123 applicants, 70 of whom were not placed in a training position. Of the 53 who were contracted, 10 dropped out before training was completed. Twelve of the persons placed had been previously underemployed with the contracting firm.

To establish statistical significance of the data as a whole, a regression analysis was performed. To predict placement, the variables age, sex, marital status, physical and social disability, education, length of unemployment, and previous occupational level were used. We found that only 7 per cent of the variation in placement could be explained by the regressed variables; and the entire regression proved to be non-significant at the 10 per cent level.

The same variables were used in a regression to predict completion. Although these variables explained 24 per cent of the variation in the dependent varaiable, completion, the overall regression was also non-significant at the 10 per cent level.

The correlation results shown in Table 8 indicate the correlations of

the independent variables with placed status and dropout status. Race was significantly correlated with placement at the 5 per cent level. This indicates that white workers are placed in training positions more frequently than non-white workers.

Marital status, social handicaps, and occupational level were significantly correlated at the 5 per cent level with dropout status. The correlation tests show that the unmarried, socially handicapped, and low skilled workers have a high liklihood of dropping out of training.

Table 8. Correlation results

Placed status	Variables	Dropout status
0.2441	White	-0.2008
-0.2441	Non-white	0.2008
-0.0422	Male	0.0403
0.0422	Female	-0.0403
-0.0641	Age	-0.2027
0.1240	Married	-0.3918
0.0269	Single	0.2392
-0.1564	Divorced	0.2605
-0.1340	Physically handicapped	0.1099
-0.1443	Socially handicapped	0.3393
0.0804	Education	-0.0724
-0.0129	Weeks unemployed	-0.0900
0.1495	Occupational level	-0.3013

Since the purpose of this paper is not to develop a prediction equation but to identify the disadvantaged older worker, analyse his employment handicaps, and discuss his role with OJT, percentage figures will be used to highlight the tendencies shown by the data.

Presentation and discussion of trainee data

Selected aspects of the applicants' personal and employment records are shown in Tables 9 and 10. The typical applicant appeared to be a 52 year old white male who was married with 2.3 dependents. With 10.4 years of education he was unskilled and had been unemployed 5.3 weeks receiving no unemployment compensation, welfare, or other relief. He may have been either physically or socially handicapped. He preferred local employment as opposed to relocation.

The placed sample included 34 per cent female trainees 45-65 years of age. This is a larger percentage of females than the national OJT figures (11) of 30 per cent (16 years of age and older) and slightly larger than the 33 per cent of Iowa OJT figures (19 years and older) (18). The female older worker is probably a reentrant into the labor market. Reentrance may occur as children grow up and home responsibilities lessen, or because of a husband's death or disability.

The racial composition of the older worker study was more balanced than the racial composition of the age distributed study of the national and Iowa OJT statistics. Thirty-two per cent were non-white in older worker data while 25 per cent and 16 per cent were non-white in national and Iowa data respectively.

Of the entire group a seemingly low 61 per cent were married. Variation within the five groups of Table 9 is even more interesting; in the completed placements 77 per cent were married but in the dropout group only 30 per cent were married. Perhaps marriage works as an incentive to responsibility and stability.

Table 9. Older worker characteristics by training status in percentage figures

Characteristics	Overall	Unplaced	Placed	Completed	Dropped out
Age					
45-51	53	51	55	46	90
52-58	34	34	34	42	0
59-65	13	15	11	12	10
Education					
8 or fewer years	30	31	25	26	20
9-11	29	24	36	30	60
12+	41	45	39	44	20
Race					
White	65	63	68	67	70
Non-white	35	37	32	33	30
Sex					
Male	68	70	66	65	70
Female	32	30	34	35	30
Marital status					
Married	61	56	68	77	30
Single	12	11	13	9	30
Divorced	27	33	19	14	40
Handicapped					
Physically	28	33	21	19	30
Socially	19	20	7	5	30
Unidentified or both	36	44	26	23	40
Relocate					
Yes	33	40	20	17	33
No	67	60	80	83	67
Unemployment insurance					
Yes	11	16	6	2	20
No	89	84	94	98	80
Welfare and other relief funds					
Yes	20	26	13	9	30
No	80	74	87	91	70

Although the average age of the entire group was 52.0 the dropouts were generally younger. Ninety per cent of the dropouts were in the age range 45-51 while only 46 per cent of those who completed training were in

this range. In other words over half of the successful completions were over 52 years of age. As indicated by the NAM report mentioned previously (6), older workers appear to have more occupational stability and a better work attitude than younger workers. Perhaps this indicates that the older worker is compatible with the OJT type of training and placement.

Table 10. Older worker characteristic averages

Characteristics	Overall	Unplaced	Placed	Completed	Dropped out
Age	52.0	52.2	51.6	52.1	49.4
Education	10.4	10.2	10.6	10.7	10.3
Weeks unemployed	5.3	5.4	5.2	5.6	3.4
Dependents	2.3	2.5	2.0	2.2	1.3

The educational attainments of the applicants ranged from 3 to 17 years. Of those placed, 25 per cent had an eighth grade education or less and a surprising 39 per cent had a high school diploma or better. The corresponding figures in the South Bend study were 40 per cent and 27 per cent respectively (13). The lower educational level reported in the South Bend study may be the result of an older population. Their lower age range began at 50, while 45 was the lower boundry of this study. The older worker figures, which indicate lower educational attainment than the national and Iowa OJT figures, are compatible with these figures. It is generally accepted that education is a decreasing function of age, thus we would expect a sample group with an age range of 19-65 to have a higher educational level than a group whose minimum age is 45.

Handicaps both physical and social have a negative effect on placement. Forty-four per cent of those who were not placed as opposed to 26 per cent of the placed group were handicapped. A social handicap would include alcoholism, a criminal record, mental illness, or perversion. Physical handicaps occurred in 28 per cent of the entire group; social handicaps were present in 19 per cent of the group. Many social and some physical handicaps were not detected at the initial interview and therefore are not included in this study.

As one would expect, handicaps increase with age as Table 11 indicates.

Table 11. Per cent of applicants with handicaps by age

Age	Placed	Unplaced
45-51	15	33
52-58	22	50
59-65	33	70

Such is true of this sample in both the placed and the unplaced groups. Handicaps increase from 33 to 70 per cent with age in the unplaced group and from 15 to 33 per cent in the placed group.

Comparing the older worker physical handicaps with the national OJT figures we again find a much higher percentage for the older group, 21 per cent and 5 per cent respectively. The Iowa OJT figures indicate a higher percentage of handicapped for the entire age range than do the figures for the older worker. This may be the result of post-interview detection of the handicaps which was not recorded on the trainees' dossier but was retained

by the Job Developer.

The Manpower Report of the President (12) as mentioned earlier reported that 40 per cent of the workers 45-64 gave disability as their reason for withdrawing from the labor force. It seems quite possible that withdrawal is the path which many of the unplaced handicapped workers will follow. One third of the older unplaced workers studied had a physical handicap; this is probably a low figure for the age group as many may have already withdrawn from the labor force.

Although length of unemployment was recorded at the time of the initial interview, it is an invalid measure. It is biased downward because of inaccuracy of response, the presence of reentrants and upgrades in the sample recording no unemployment, and because unemployment did not end at the time of the interview.

Willingness to relocate to obtain employment was negative for most of the applicants. An unexpected result of comparing the placed and unplaced groups indicates that twice as many unplaced as placed would have been willing to relocate. The Peoria study (8) however indicated that most of their interviewees would have been willing to relocate, although the hard-core were hesitant. The differences may be accounted for by different samples and sample sizes. But relocation response should be sensitive to marital status, on the basis that the married trainees' family and community ties are stronger causing a negative desire to relocate. In this study, more of the placed were married than were the unplaced which may account for the differences in relocation response.

A very low percentage of the older worker applicants received unemployment insurance; the national OJT reports were similiar. This might

imply that the tenure on the older workers' previous jobs was brief. The figure is also biased downward by reentrants and upgrades. As one might predict, those who completed training had a lower percentage of unemployment recipiency, welfare, and other allowances.

Welfare was received more frequently than unemployment insurance, and came as disability allowances and Aid to Dependent Children. The placement dropouts followed by the unplaced group were the most frequent recipients of all types of outside aid. This may account for a small amount of the tendency for these two groups to remain unemployed.

To determine characteristics of placement the following comparison of the placed group with the unplaced group is made.

The placed group:
was slightly younger.
had a few more females and whites.
had a more solid marital standing; 21 per cent more were married.
had a 4 per cent higher educational attainment.
had 41 per cent fewer handicaps.
was less willing to relocate.
received much less outside income.

Although these differences are not statistically significant, they are suggestive. Stability of the placed group may be manifested in marital status and mobility desires. Ability and opportunity appear through education, race, and handicaps. Motivation may be enhanced by a low outside income. With these characteristics a persons would be more likely to obtain and hold employment using OJT as a vehicle.

Perhaps this placed group isn't as homogeneous as we have represented it. A comparison of those who dropped out of the training program with those who completed the program is now in order.

The dropouts:

were 5 per cent younger.
had a slightly greater percentage of males and whites.
had a much higher rate of marital failure with 40 per cent as opposed to 14 per cent divorced.
had 4 per cent less education.
had a much greated disability rate.
were 50 per cent more willing to relocate.
were financially aided in more instances.

Because the dropout sample is so small, we can not rely heavily upon the results. The characteristics found are conducive to instability which may always have been present. Disability in one form or another could easily be the basis of these characteristics. If the placed group is considered to be the hard-core of the labor force, how can we classify the dropouts and the unplaced? Perhaps these are the workers who should be subsidized as the Peoria study suggests (8).

Sub-Contractor Data

There were 20 OJT sub-contractors working with the older trainees, eight of which were public agencies. These public agencies trained 64 per cent of the older workers. Five of the 12 non-public contractors were unionized.

The work force size of the firms ranged from 7 to 2800 employees as Table 12 reveals. The mean work force size of the non-public firms was 84, while the mean for the public contractors was 559. In this case it isn't true that older workers are hired mainly by small, low paying firms.

The occupations for which the older workers trained are shown in the following list. The asterisked occupations were trained most frequently.

*Custodian
*Delivery truck driver
*Nurses aide

*Welder
*Cottage parent
*Mobile home installer
*Ward attendent
*School assistant
Inventory control clerk
Sewing machine operator
Materials handler
Correctional officer
Dietary aide
Die casting machine operator
Auto mechanic helper
Feed grinder
Cook
Tailor

Table 12. Number of trainees by work force size of sub-contractors

Work force size	Number of firms	Number of trainees
15 or less	6	13
16-100	4	6
101-200	3	11
201-300	4	8
301+	3	15

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Who are the older workers?

The older workers we have studied were not the most desirable workers in their age group. In addition to their normally low educational level and their poor health, they were plagued with severe handicaps. The ramifications of these handicaps appear in their family life, their social environment, and in their labor market experiences. Failure is the dominant characteristic in many phases of life for handicapped workers.

A physical handicap often causes a person to be alienated from his peer group. It also promotes a formidible obstacle to employment, as many employers are reluctant to hire handicapped workers. One or both of these factors permeating the self-concept of a handicapped person may cause marked social and psychological problems. These problems may be manifested in divorce, alcoholism, criminal acts, or in a general defeated attitude. The problems do not just arise at the 45th birthday of the physically handicapped worker, but are embedded in his entire life.

A similiar cause-effect analysis may be hypothesized for the socially handicapped person: the alcoholic, the parolee, the pervert, or the mentally ill. The causes are not directly discernible for they lie in a variety of socio-economic conditions that may have prevailed at one time or another in the worker's life.

This is the OJT older worker applicant: normally defeated in attitude, inadequately prepared in education and skills, and handicapped by physical or social phenomenon.

OJT and the older worker

This disadvantaged person is directed to OJT as a last chance program on the road to welfare. Can and did OJT benefit him? The results show that 35 per cent of the applicants completed a training program and were employed by the sub-contractor. These were the "cream of the crop" of the sampled group.

OJT is a potentially powerful weapon for combating older worker unemployment. The successful placement of 43 older workers exemplifies OJT's positive step toward alleviating this unemployment.

But what about the other 80 applicants? Did they find other jobs, were they not serious in their job hunt, or did they lack motivation to continue? Unfortunately OJT does not have his information. Nor does OJT know if the workers who completed training learned a skill or stayed on the job for any length of time. This is vital information for the success of a public program. A portion of this lack of information is due to inadequate contact with the trainee. After OJT had contracted with the employer, no further personal contact with the trainee is normally made. In the case of the underemployed trainee, OJT may never personally interview him but will rely on the employer's discretion in identifying, orientating, contracting, and training the worker.

The long run impact of the OJT program is completely overlooked. The program suffers from myopia; filling an allotted number of slots in a specified time is the objective. The local program needn't shoulder the entire blame for this unfortunate situation. For individually most Job Developers are genuinely interested in and sympathetic with the problems of their

applicants but are limited by the overall framework of OJT. There are no personnel available for research, follow-up, or counseling, nor are there appropriations for such services. A modification of these limitations and a reassessment of perspectives would greatly enhance the success of the program. These steps should be effected immediately, for signing a contract is only one step in the progression to successful older worker placement.

Recommendations

In view of the preceding conclusions, I will present my recommendations for alterations in the OJT program.

Application form

Currently the applicant complotes his own personal data form which is quite short and sometimes vague. This is the only personal data used by OJT. Admittedly a short form seems appropriate for the hard-core person who is sometimes discouraged by seemingly complicated questionaires. However, since the Job Developer at the time of the application supposedly discusses this information with the worker, the Developer could be using a longer, more detailed form as a basis for questioning. This would eliminate the misunderstanding of form questions, omitted responses, and a time span often used to fabricate favorable answers.

Figure 3 shows the current data card usde by OJT and completed by the applicant. I will refer to the question number as I suggest revisions and additions to this form. The purpose of these alterations will normally be to improve placement success by knowing more about the applicant or to facilitate the follow-up and research which is necessary for long

DATE _____

PERSONAL DATA

1. NAME (PLEASE PRINT) LAST	FIRST	MIDDLE INITIAL		2. SOCIAL SECURITY NO.	
3. ADDRESS STREET	CITY			4. HOME PHONE NO.	
5. MALE ☐ FEMALE ☐	6. MILITARY STATUS:	7. DATE OF BIRTH	8. AGE	9. MARRIED ☐ SINGLE ☐ DIVORCED ☐	10. CITIZENSHIP
11. HUSBAND OR WIFE'S NAME			12. HEIGHT: WEIGHT:		
13. NUMBER OF CHILDREN ☐ OTHER DEPENDENTS ☐ TOTAL DEPENDENTS ☐ HEAD OF HOUSE ☐			14. PHYSICAL DISABILITIES:		

15. EMPLOYMENT RECORD - LIST LAST JOB FIRST

FROM	TO	COMPANY	ADDRESS	REASON FOR LEAVING	KIND OF WORK	WAGE

16. EDUCATIONAL RECORD - CHECK HIGHEST GRADE ATTAINED

	SCHOOL	ADDRESS	YEAR FINISHED
ELEMENTARY SCHOOL 1 2 3 4 5 6 7 8			
HIGH SCHOOL 1 2 3 4			
COLLEGE 1 2 3 4			
OTHER			

17. WHAT ARE YOUR HOBBIES OR FAVORITE RECREATION? _____

18. HAVE YOU EVER BEEN BONDED? _____ WHERE? _____ WHEN? _____

19. WERE YOU EVER FIRED FROM A JOB? _____ WHY? _____

20. SPECIALIZED TRAINING (IF ANY) _____

Figure 3. On-the-Job Training personal data form

21. DO YOU HAVE A DRIVER'S LICENSE?_____ (BE PREPARED TO SHOW TRAFFIC VIOLATION ON LICENSE.)

22. LIST YOUR FIRST THREE CHOICES OF JOBS OR TRAINING. 1._____ 2._____ 3._____

23. HAVE YOU EVER TAKEN AN APTITUDE TEST?_____ WHERE?_____ WHEN?_____

24. WOULD YOU CONSIDER ATTENDING SCHOOL OR CLASSES IF IT WOULD IMPROVE YOUR EARNINGS? YES____ NO____

25. CONTACT WITH AUTHORITIES (INCLUDING JUVENILE COURT) YES_____ NO_____

26. WEEKS OF UNEMPLOYMENT SINCE LAST JOB. ___ UNEMPLOYMENT INSURANCE CLAIMANT? YES__ NO__ PUBLIC ASSISTANCE RECIPIENT? YES___ NO___

27. WOULD YOU CONSIDER RELOCATION TO SECURE EMPLOYMENT? YES___ NO___

28. WHO DIRECTED YOU TO THIS OFFICE? _____

SIGNED _____

DO NOT WRITE IN THIS SPACE

Figure 3 (Continued).

run success and program ovaluation.

Item 3 should include length of residence in city, and questions pertaining to reasons for leaving a previous home if change in residency is recent. Knowledge of home ownership may indicate stability and responsibility.

Marital status response on Item 9 should be extended to include widowed, separated, and "never married" instead of single. Marital status affects mobility, motivation, and responsibility and therefore may be a good indicator of placement success.

Besides knowing the spouse's name as in Item 11, we also need to know if he or she is employed, in a part or full time job, in what occupation, and the length of this employment. This information provides OJT with another contact if more information is needed about the applicant. It may also indicate the applicant's necessity of finding a job.

Item 13 seems a little confusing. A question as to the number of persons relying on the applicant's financial support (including himself) would be sufficient.

The inquiry into physical disabilities in Item 14 needs to be expanded into more definitive areas, such as: faulty vision, speech, or hearing; crippling or loss of limbs; overweight and others. The limitations of such disabilities should also be reported. OJT should be aware of the disability's affect on the applicant's previous job tenure and his job seeking success. This information will help OJT to place the applicant in a position which will be compatible with his disability.

At this point on the application form the interviewer should note the

existence of a social handicap: alcoholism, perversion, mental illness, or even abnormal appearance. Item 25 might be included here with social disabilities; this criminal contact should be noted and defined. The name of a parole officer, if applicable, would be an additional source of contact for verification and follow-up.

The applicant's employment record, Item 15, and labor market experiences should be expanded to include the following questions. What is your occupation? When and why did you leave your last job (this establishes length of unemployment from Item 26)? Have you ever been fired from a job, if so, why (Item 19)? What is the longest time that you've held a job; why did you leave it (often an employment record like that of Item 26 for older workers may not be adequately post-dated to include a job with a record of tenure)? Would you relocate for employment (Item 27)? Are you seeking full or part time employment? What techniques have you used in your job hunt? Why do you feel that you have not been successful in obtaining employment? For reentrants: Why are you now seeking employment? Why have you not worked previously?

These labor market questions should reveal the applicant's reliability and ambition relative to his employment. Knowledge of these characteristics will enable the Job Developer to deal more effectively and accurately with the applicant and the prospective employer. Past employment history is vital for research procedures when evaluation and prediction are involved.

Referring to Item 16, it would be beneficial to know why the applicant dropped out before he completed high school or college. This might lead the interviewer to the basis of problems currently faced by the worker.

Rarely is information relative to hobbies in Item 17 used to evaluate

applicants. Therefore I suggest eliminating this question.

Bonding as in Item 18 may be done for various opposing purposes, and thus provides no revealing information. I recommend omitting this item.

Specialized training from Item 20 should include training done by the armed services, special technical programs, apprenticeships, or other government manpower programs.

Knowledge of car ownership in addition to that of a driver's license on Item 21 will define intra-city mobility.

Item 23 seems irrelevant if OJT has no plans for counseling, for most persons aren't aware of the results of their aptitude tests.

As an addition to Item 24, OJT should determine the applicant's willingness to temporarily relocate for such schooling.

Item 26 might be a question pertaining solely to income. Have you applied for unemployment insurance; have you received it? Do you receive any other income such as public assistance or pensions? If no source of income is evident: How do you support yourself? This data would help to determine the urgency of the applicant's reemployment.

Personal contact with the agency referring the applicant as in Item 28 should be made and reported.

Since racial balance in government programs is desired, race should be added as datum.

The data card should be noted as to the employment status of the applicant: upgrade or unemployed.

These alterations may appear to be trivial, and they are if OJT continues filling slots only. But if OJT's goal is the permanent, successful

training and employment of each applicant, then these questions are necessary and relevant to program success. It should be clear that the applicant does not complete this form but responds verbally to these questions as the Job Developer interviews him.

Follow-up

Along with the personal data form, there should be a record of OJT action concerning the client, including follow-ups.

All placement attempts should be recorded. Applicant and employer reaction to one another should be included with reasons for failure to contract.

If no attempt at placement is made, records should indicate OJT's reasoning and the applicant's future plans. Personal follow-ups should be made at 1, 3, 6, and 12 month intervals to determine the status of this individual.

Follow-up for the contracted person should begin within the first week of training. A conversation with the trainee may aid him in adjusting to the new situation and possibly prevent his dropping out. The following series of personal contacts should be made with the trainee: 1 and 2 weeks after training begins; half way through and at the end of the training period; 1, 3, 6, 12, and 24 months after completion of training. Placement lasting less than one year would be considered unsuccessful.

A record of the training dropout should include his reasons for leaving, attempts at keeping him in training, attempts at replacing him in a training position, and personal follow-ups at 1, 3, 6, and 12 months after dropping out.

The follow-up contacts would provide the answer to the ever prevalent question as to the status of the individual after OJT placed or interviewed him. Only through proper data collection and follow-up interviews can research indicate the effectiveness of manpower programs in alleviating employment problems.

Coordination

Duplication of services is a criticism commonly made of government programs. I recommend that OJT not duplicate services for counseling by establishing its own counselors but coordinate its program with that of Vocational Rehabilitation. Currently OJT does not provide for any professional counseling but is obviously in need of it relative to the workers that we have studied. Vocational Rehabilitation, on the other hand, does have a well organized system of counseling to deal with people in similiar, but less disadvantaged, positions.

These two programs are currently directed by different agencies but if improvement in long run welfare of the worker is to be the prime objective of these programs, then governmental "red tape" should be eliminated to provide such a coordination.

Coupled programs

The majority of OJT slots are now being contracted in the form of coupled programs. These include a prescribed number of weeks in classroom training of basic education and job orientation, and additional training on the job. This training normally takes place in various locations throughout the state.

The form of the program is not conducive to older worker participation.

Classroom training for most of these workers is quite objectionable. They find a classroom situation frightening and insulting; they want to work not to be educated.

Relocating temporarily for training would probably be acceptable to a young, single worker but certainly not to an older worker. The older worker's pattern of life is built around his home, family, and neighborhood environment causing him to resist temporary mobility. Thus, he of all workers will be least likely to contract where temporary relocation is necessary. I suggest that On-the-Job Training alone is the better training situation for the older worker.

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